



Research On the Difficulties of Supporting Young Persons with Developmental Disabilities Using Youth Support Agency for Employment

(Research Reports No. 112) Summary

[Keyword]

Developmental disability Youth support institutions Cooperation with vocational rehabilitation

[Usage of this report]

We hope that this material is useful for not only those involved with youth job support, but also for institutions when considering the current state of cooperative support for youth with developmental disabilities.

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National Institute of Vocational Rehabilitation

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2 Research Period

FY2011to2012

3 Composition of the Research Report

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Part 1 Conditions and Problems Seen from Situation Survey
Chapter 1 Current Conditions and Issues within Youth Support Agencies for Employment as well as Higher Education Institutions
Chapter 2 Current Conditions of Support and Issues within Vocational Rehabilitation Institutions
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Section 2 Summary: Current Conditions and Issues with Cooperation between institutions
Summary

4 Background and purpose of Research

In recent years, young people with developmental disabilities, have been identified at vocational support institutions and higher education institutions. Due to many cases being related to communication ability and social attitude, examples of vocational difficulties are not uncommon.

During research conducted at the National Institute of Vocational Rehabilitation, placing importance on the need to support people with developmental disabilities in areas such as “Understanding of work place rules and behavior”, “Resolving communication problems”, and “Resolving interpersonal issues”, etc, has led to the conclusion that specially considered vocational support is necessary. Vocational support based on these insights is desired at youth vocational institutions and cooperation with vocational rehabilitation is expected.

Background information regarding “Diagnosis of developmental disorder”, etc., “Support problems” and “Actual support” relating to communication and social attitude for young persons within youth support agencies for employment that suffer from developmental disabilities, as well as “Cooperation between related institutions”, should be understood. The state of cooperation between vocational rehabilitation institutions and youth vocational support institutions, etc., as well as any difficulties, should also be clarified.

5 Method

- (1) Establishment of a Research Review Committee
- (2) Document Survey
- (3) Questionnaire Survey (Applicable: Youth support institutions / vocational rehabilitation institutions)
- (4) Expert Interview

6 Summarized Results of the Study

(1) Survey Method and Details

A. Youth support institution survey

Survey target: (i) Youth vocational support institutions *1 314 locations

(Recovery rate:49.9%: 155 locations)

(57 Public Employment Security Office providing vocational programs for youth requiring communication ability support, 59 Public Employment Security Office locations offering a new graduate support programs, 110 Local Youth Support Stations, and 88 Job Café locations)

(ii) 300 higher education institution student counseling centers

(Recovery rate 31.7% 95 locations)

Survey date: As of October, 1st 2011

Survey details: User conditions (Diagnosis of young persons with developmental disorder / possessing an identification booklet)

Support issues involving communication, business manner, unspoken rules, etc.

Current conditions and issues within institutions / current condition of cooperation between related institutions

B. Vocational rehabilitation institution survey

Survey target: (i) 311 Employment and Life Support centers for Persons with disabilities

(Recovery rate 46.6%: 145 locations)

(ii) 52 Local vocational rehabilitation centers for persons with disabilities

(Recovery rate 82.7%: 43 locations)

Survey date: As of March, 31st 2012

Survey details: State of use of the related institution by subject / status and issues involving cooperation with related institutions / status of the performance of team support / expected upgrades to local social recourses.

1* Vocational program for youth requiring communication ability support:

At Public Employment Security Office job seekers with communication ability difficulties resulting from development disabilities are guided to a specialty support institution that complies with any requests and specific considerations. For individuals that do not desire specialty support for disabilities, specialty consultation and assistance is performed.

Established in stages from 2007.

New graduate support program:

In order to prepare new graduates and young workers for a potentially difficult environment and work situations, one stop service for new graduate at Public Employment Security Office will be promoted. This caters to graduating post secondary students (Fourth year university and second year junior college), those who have graduated within the past 3 years, current high school students and high school graduates who would like to receive support for new graduates at Public Employment Security Office.

Local youth support station:

In order to support the independence of unemployed youth, together with forming a youth independence support network by cooperating with local government and private organizations, comprehensive support is conducted via continuous individual consultation, various seminars, work experience, etc., through the Ministry of Health, Labour and Welfare(MHLW) contracted work. Targeted toward general youth. Implemented as of 2006.

Job café:

The formal name is "One-Stop Service Center for Youth".

Various services are available at each location in 47 prefectures to help young people find suitable employment.

Locations connected to Public Employment Security Office are also available.

The above youth vocational support institutions (Communication Support / New Graduate Support / Support Station / Job Café) and Higher Education Institutions are generally referred to here as youth support institutions.

(2) Findings From Survey Results

Cases involving individuals within youth support institutions being diagnosed as having developmental disabilities, suspected of having developmental disorder, as well as cases in which a diagnosis is not possible, are represented in figure 1. This figure represents the number of institutions that responded, as well as the condition of new users during the duration of the survey (April to September 2011).

The total difference between higher education institutions and youth vocational support institutions was not recognized in the percentage of youth who have been diagnosed with developmental disorder.

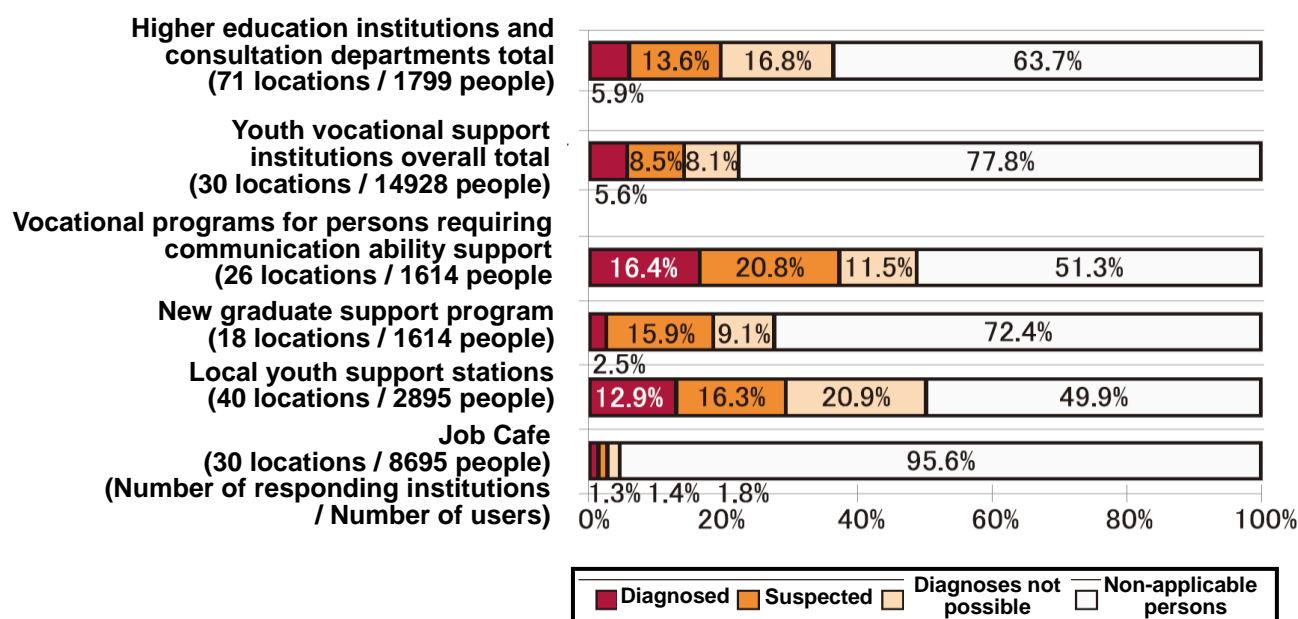


Fig. 1 Current percentage of new users with developmental disorder

However, the percentage of those suspected of having developmental disabilities and those who cannot be diagnosed, is high within higher education institutions. The percentage of cases other than a diagnosis, suspected diagnosis, or where a developmental disorder diagnosis cannot be made, is high within youth vocational support institutions. Also, results seen within higher education institutions represent the percentage of students that seek counseling at facilities such as student counseling centers and health management centers. It does not represent the percentage of total student enrollment within the institution.

However, differences were seen within youth vocational support institutions based on the institution and section. The percentage of youth that have been diagnosed with developmental disorder is highest within **Vocational Programs for Youth Requiring Communication Ability Support (Waka Commi)**, followed by **Local Youth Support Stations (Support Station)**. The percentage of those suspected of being undiagnosed was high within **Waka Commi**, **Support Station**, and **New Graduate Support Programs (New Graduate Support)**.

Due to the actual number of **Job Café** users being comparatively much higher than other institutions, the percentage of youth diagnosed with developmental disorder is low. However, in the six month survey of new users, the number of people diagnosed at each location (3.8) was high (**Support Station** (9.3), **Waka Commi** (8.8)).

Also, within support offered at youth vocational support institutions (Figure 2), the overall trend indicates that “Vocational counseling” and “Information services” account for over 90%, and that these two features play a central role in support services. By contrast, features that are emphasized within vocational rehabilitation support such as “Work place adjustment support”, “Vocational-evaluation / skill

evaluation“, and “Character evaluation, etc, is not necessarily a part of general support within youth vocational support institutions. Therefore, “Cooperation with outside institutions“ accounts for 90%, “Cooperation with outside agencies“, as well as “Cooperation with vocational rehabilitations“ accounts for 80%, and it can be said that a policy of successfully achieving support goals can be achieved based on user conditions.

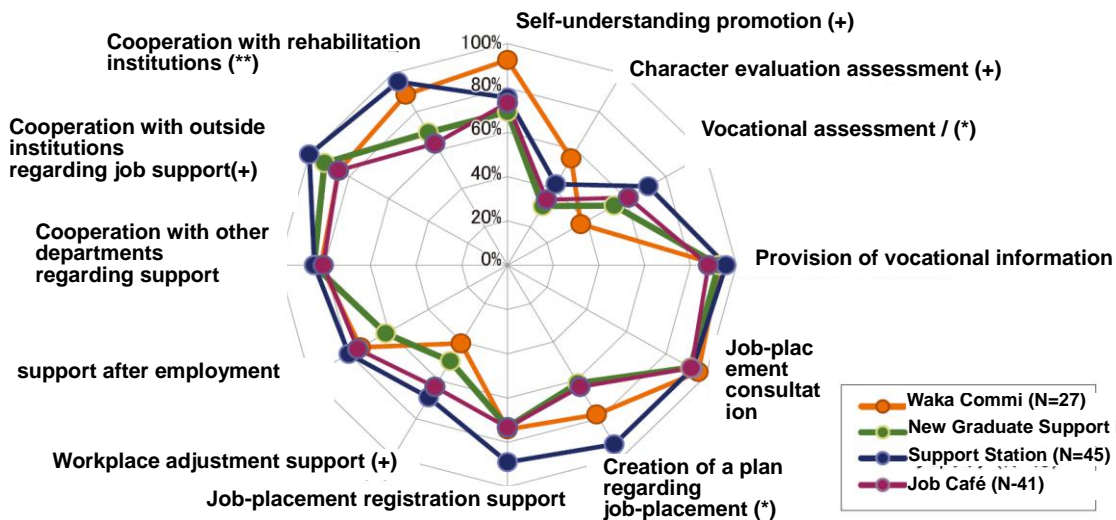


Fig. 2. Vocational support provided at youth vocational institutions (**:<math>p < .001</math>, *<math>p < .005</math>, +:<math>p < .01</math> Statistical Significance)

Institutions that are introduced by youth vocational support institutions, as well as the need for cooperation is represented in Figure 3. The necessity for cooperation is ranked 1st to 5th within the graph. Dark colored bars represent a high ranking.

Institutions that have a cooperation necessity ranking above 50% (One out of two locations feel the need for cooperation) include Support Center for Young Persons with Developmental Disabilities, **Waka Commi**, **New Graduate Support**, and **Support Station**. Out of **Waka Commi** and **Support Station**, vocational rehabilitation centers for persons with disabilities, Employment and Life Support centers for Persons with disabilities, and medical institutions also exceeded 50%. In the **Job Café** column, Hello Work is the only institution to exceed 50%.

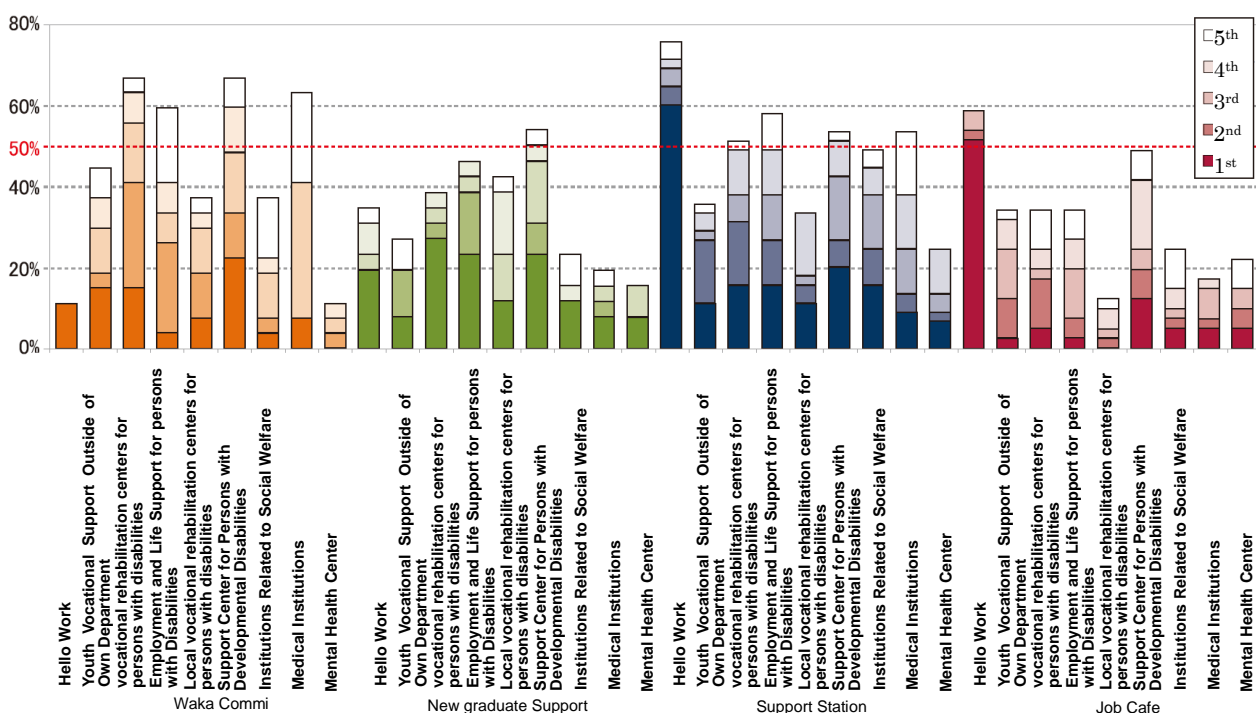


Fig 3 Necessity of cooperation between past institutions and successive introduced institutions

It is necessary to challenge the problem on “transition from school to work is prolonged as a result of a lack of maintenance of the cooperation system between youth support institutions and vocational rehabilitation institutions“. In cases involving a disabled person not disclosing their developmental disability and thinking of performing a general job search, the decision of “Whether or not to recommend outside vocational support institutions” for people that have begun counseling at a higher education institution is made by support personnel. For individuals that have begun counseling at youth vocational support institutions, the decision of “Whether or not to proceed with specialty support at a vocational rehabilitation institution” is also made by support personnel. However, in order to make a guidance, a polite consultation, vocational aptitude assessment, and vocational-evaluation is often necessary. In addition, a search should be performed for outside institutions that offer “Experience that should be done, but have not done” for the purpose of self-understanding and job preparation. In case cooperation is realigned, consideration based on local infrastructure is necessary. The below ten points have been made clear based on surveys of youth support institutions and vocational rehabilitation institutions.

- (i) Within youth vocational support institutions, among people who require support at **Waka Commi**, **New Graduate Support**, **Support Station**, and **Job Café**, whether a diagnosis of developmental disability or not, common problems involving communication, business manner, etc., have been identified. However, specific support menus have been made clear at each institution.
- (ii) The need to provide support in “Cooperation” with vocational support institutions from the time people are still students, by providing information regarding vocational support institutions is indicated in higher education institutions, in order to decide a student’s career or change the direction of a graduated student. However, sharing information through support institutions etc. has to be considered. If “In cooperation with” becomes “Entrust to”, it may be difficult to expect effective support.
- (iii) **Support Station** has more support menu variation providing experience, followed by **Job Café**, and **Hello Work**, where more consultations are provided instead of experience in reverse order. Consideration of individual institution menus and accessibility must be considered within the framework of institutional cooperation.
- (iv) There are institutions that are founded on the principle of “one stop service (**New Graduate Support** and **Job Café**)”; however, vocational rehabilitation institutions are not explicitly specified as related institutions of such services. In addition, youth, including NEET, are targeted at **Support Station**, persons with developmental disabilities who need support are targeted at **Waka Commi**, and communication with vocational rehabilitation institutions has yet to be considered.
- (v) When looking at the expectation levels which employers place importance on when hiring, it is hard to say that not only higher education institutions, but also youth vocational support institutions provide enough support details and methods regarding learning communication skills and business manners, even though they acknowledge these are problems which need to be supported. In case support with this kind of category item is required by young persons with developmental disabilities, it is necessary to provide support and information in order to increase the accessibility of such specialty support.
- (vi) Along with providing support, “Cooperation with institutions involved with acceptance on disability acceptance”, “Problems with personal acceptance on disabilities”, as well as “Specific support methods” are important points that need to be addressed within youth vocational support institutions. Support for understanding and acceptance of one’s disability is recognized as an important issue, however, due to the limitations of support at one institution, the need for cooperation with other institutions is seen in order to achieve support goals. However, within higher education institutions, “Lack of support systems in-school” is more critical than the above issues.
- (vii) Within youth support institutions, a “Flow plan” for effective problem resolution, an appropriate “Cooperation plan” between medical institutions and vocational rehabilitation institutions, as well as close proximity to institutions related to life support is a necessary part of institutional cooperation.

Establishment of Support system to “Connection” with vocational rehabilitation will be a “First Priority”.

- (viii) The number of requests, according to request details, made to each Local Vocational Rehabilitation Centers for Persons with Disabilities location exceeds Employment and Life Support Center for Persons with Disabilities“. Requests relating to “Vocational-evaluation, etc., and performance of an objective disability characteristic evaluation”, stands out as slightly less than 20% of overall requests. There were also many cases involving “Vocational support training” (Work and communication, etc.) “Job coaching/adaptation support”, “Workplace adjustment support”, and “Communication problem resolution support”. On the other hand, there were more cases involving “Life support”, “Job placement”, and “Application or Mental Disabilities Certification” at Employment and Life Support Centers for Persons with Disabilities than at Local vocational rehabilitation centers for persons with disabilities.
- (ix) Out of all support institutions that cooperate with vocational rehabilitation institutions, youth vocational support institutions and higher education institutions account for very few. Also, the same condition is seen regarding recognition of the necessity for cooperation. Institutions that require cooperation were limited to vocational rehabilitation institutions (Public Employment Security Office (Specialty support), Local vocational rehabilitation centers for persons with disabilities, Employment and Life Support Centers for Persons with Disabilities), Support Center for People with Developmental Disorder, as well as medical institutions. The necessity to cooperate may be based on the usage path of the user and the difference in roles and functions performed locally.
- (x) Difficulties related to understanding and accepting one’s own disability is a large issue within vocational rehabilitation support institutions. This highlights the lack of support and individual employment preparation prior to using vocational rehabilitation. Also, environmental factors include a lack of employer understanding of disabilities and lack of local recourses, as well as problems related to lack of expertise within a support system.

(3)Findings From Interview Survey

Within developmental disabilities, the range of symptoms is wide, ranging from extremely mild developmental disability to cases of Application or Mental Disabilities Certification. However, there is no fundamental difference in the career guidance agenda. It is therefore necessary to create a support plan for developmental disabilities within the support agenda for youth.

Even when youth support institutions support those with developmental disabilities, the use of medical institutions is recommended as necessary along with vocational counseling. Within cases requiring problem resolution, support system is necessary regarding the implementation of aptitude assessment and feedback of results. Therefore, problems which are difficult to resolve during general vocational counseling such as understanding of disabilities and selection of specialty support etc, need to be considered.

The below six points should be considered regarding support system maintenance.

- (i) When there are problems within youth support institutions regarding self-awareness or disability acceptance, recognition of “Inability to adjust to introduced specialty support”, or the necessity for “Counseling for continuous use of specialty support” is required.
- (ii) One issue that influences the accessibility of local support institutions is physical distance. In addition, this problem affects a negative influence on original psychological distance and the possibility of using local support becomes very limited.
However, it is very important to try and overcome not only the wall of physical distance, but also the hurdle of “Institutions for disabilities” (Support to minimize psychological distance and achieve barrier-free minds) by creatively establishing a support system of “face-to-face” through counseling services provided by dispatched counselor, dispatched case conferences and satellite offices etc.
- (iii) One of the support activities which should be prioritized within youth vocational support institutions,

is the review of vocational life design (Choice of specialty support) when conducting explanations regarding the results of vocational attitude tests and interest surveys. Support systems are therefore based on vocational consultations. It is also necessary to perform support system.

- (iv) One support activity which should be prioritized within education institutions and higher education institutions is to get a reasonable job on aptitude in support of the first vocational choice, and it is necessary to maintain systems for this purpose. Support within universities is planned for the future.
- (v) Within communication between institutions for supporting developmental disabilities, it is necessary to recognize that "Connect" does not mean "Send-off", "Pass-off", or "Entrust to", but rather "Continuation of cooperative support" and understanding of disabilities influences the timing of cooperative support.

Not only is it necessary to maintain a comprehensive system, but various maintenance methods must also be considered that enable mutual cooperation.

- (vi) The necessity to secure experts (Development of human resources) for supporting staff has been pointed out by surveys of both youth support institutions and vocational rehabilitation institutions. Problems were also identified regarding the quality of specialty understanding and support for developmental disabilities within cooperation systems at vocational rehabilitation institutions. Confirmation of expertise is of vital importance and influences the quality of cooperative support.

The support menu and system are different at each institution. For example, survey results show various support details and methods etc. used at Support Station, however, it also should be recognized that there is no unified support menu throughout the nation and differences exist between local governments and organizations.

Based on these research results, leaflets were created for youth support institutions.